

# Intergovernmental Cooperation

Local governments are the general-purpose public service delivery organizations-*the work horses*-of the American political system. The extraordinary number and types of governmental organizations at the local level in the United States are striking. There are over 87,000 units of local government, including nearly 39,000 county, municipal, and town governments. There are over 3,000 local governments in Wisconsin, the state ranking third nationally in the number of governmental units per capita. As shown in Figure 13-1, in the Eau Claire metropolitan area alone, there are 16 separate local government and school district jurisdictions.

In Wisconsin, the organizational structure of local governments has remained virtually unchanged through most of the 20<sup>th</sup> century. Through most of this period, local governments have been generally successful in delivering the public services needed to accommodate sustained economic and community growth. Local government programs and services have expanded or contracted in response to changing needs, but always within well-defined limits and expectations, and always according to a well-established and stable worldview about the political and institutional environment in which local governments in Wisconsin function.

Although working in a fragmented jurisdictional pattern, local governments do not operate in complete independence from each other. Intergovernmental relations in the Eau Claire metropolitan area include many examples of intergovernmental cooperation and partnership, ranging from the consolidation of the City-County Health Department to the creation of the joint dispatching operations of the Emergency Communications Center, to a myriad of informal and formal agreements regarding the provision of public safety, street maintenance, group purchasing, and other public services.

However, the local government landscape is changing. The pace and quality of change in government in the 21<sup>st</sup> century will be unprecedented. Over the next 10 to 15 years unparalleled changes in the operating environments of public sector organizations will evoke broad public debate about the fundamental purposes and structure of local governments.<sup>1</sup> David Osborne and Peter Hutchinson conclude in *The Price of Government*, a 2004 analysis of the widespread “permanent fiscal crisis” of the public sector, that a “perfect storm” convergence of major demographic, technological, and economic trends are reshaping the political and institutional landscape of state and local government throughout the United States, including Wisconsin.<sup>2</sup> These forces are creating a permanent imbalance in the mix of services, citizen expectations, and fiscal resources of local governments. This imbalance is unlikely to be resolved by future increases in local tax revenues, nor by state or federal revenues, nor by a growing economy, nor by working harder or faster at doing the same things the same way. In the future, local governments will be compelled to consider substantive changes to their own organizational structure, as well as to their patterns of relationships with other jurisdictions. At a minimum, there will be a significant realignment of many local

# Chippewa - Eau Claire Metropolitan Area

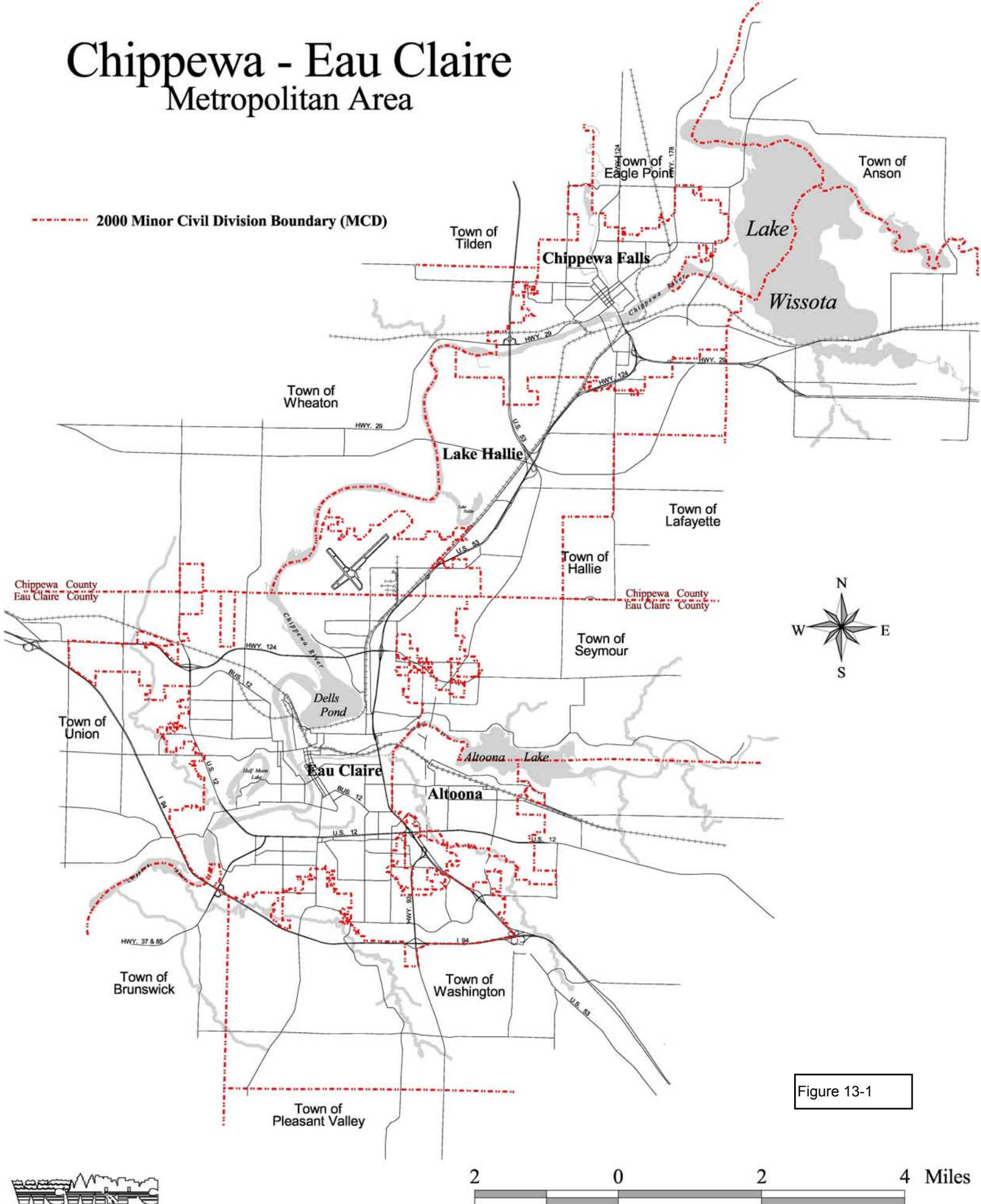


Figure 13-1

government organizations to provide a much greater level of intergovernmental cooperation, shared services, and consolidation.<sup>3</sup>

The reasons for this renewed emphasis on intergovernmental cooperation in the Eau Claire metropolitan area are straightforward. The Eau Claire area is one of the few projected growth areas in Wisconsin over the next twenty years. The 2004 analysis by the Wisconsin Taxpayers Alliance projected that Eau Claire County and the counties west along the I-94 corridor will grow by 25% by 2030.<sup>4</sup> The growth of the metropolitan area will mean accelerated fragmentation of the capacity of local governments in the area to provide services. The realities are that many of the major responsibilities of local government (i.e., water and sewer, storm water, environmental protection, transportation, criminal justice, streets, and parks) will increasingly cross over jurisdictional borders. Existing governmental boundaries will increasingly be made irrelevant by complex social, economic, and political realities accompanying future growth.

Quite simply, public policymaking in the 21<sup>st</sup> century will be affected by new forms of intergovernmental cooperation and collaboration<sup>5</sup>, a blurring of jurisdictional boundaries, extra-governmental alliances, and expanded interactions of local governments within a loose network of many organizations and institutions. The key question will not be whether local governments *should* cooperate, but *how* to do it in a way that:

- Engages both citizens and officials in the broader metropolitan area in a genuine and informed discussion of the issues, obstacles, and opportunities for intergovernmental cooperation;
- Recognizes that decisions about cooperation, shared services, and consolidation are primarily about the assignment of costs and benefits;
- Recognizes the importance of building long-term intergovernmental relationships;
- Moves participating jurisdictions in the direction of finding a new balance of public services and public costs generally acceptable to a community consensus; and
- Treats all local governments, including staff and elected officials, with respect, and ensures fair and equitable treatment of all issues raised by local governments.

The purpose of this chapter is to begin to lay the groundwork for building more effective intergovernmental partnerships in the metropolitan area that will meet the standards for successful partnerships envisioned by the Wisconsin Commission on State-Local Partnerships in the 21<sup>st</sup> Century<sup>6</sup>:

- Reduce tensions and improve the working relationships of local government and community organizations in the metropolitan area;
- Increase the overall productivity of local governments by applying contemporary management techniques to improving the quality of public services and stretching the impact of scarce tax dollars;
- Reduce the duplication and overlap of government services through area-wide cooperation and making services more cost-effective;
- Enhance economic growth by putting into place the infrastructure needed for sustainable metropolitan growth;
- Stabilize taxes by improving the performance and delivery of local government programs and services.

## Key Issues

1. **Cooperative Metropolitan Planning:** What should the City of Eau Claire do to encourage implementation of a consistent overall metropolitan growth strategy that accommodates future economic and population growth, while protecting environmental and rural assets from premature development?
2. **Minimizing Development Sprawl:** What should the City of Eau Claire do to improve intergovernmental cooperation in minimizing development sprawl and reducing long-term costs of public services in the metropolitan area?
3. **Shared Services:** What should the City of Eau Claire do to encourage local jurisdictions to share services and facilities?
4. **Consistent Land Use Regulations:** What should the City of Eau Claire do to encourage more consistent standards for development codes, land use regulation, building inspection, and code enforcement in the metropolitan area?
5. **Boundary Change:** What should the City of Eau Claire do to reduce the uncertainty among local communities about the timing, sequence, and costs of boundary changes, while ensuring that development in the urban service area is consistent with the Eau Claire *Comprehensive Plan*?
6. **Intergovernmental Trust:** What should the City of Eau Claire do to foster effective intergovernmental working relationships that exhibit mutual trust and respect?
7. **Community Facilities:** What should the City of Eau Claire do to encourage intergovernmental collaboration in the location, construction, and use of public buildings and facilities?
8. **Public Transit:** What should the City of Eau Claire do to encourage a more regional or multi-jurisdictional approach to meeting public transit needs?
9. **Open Space and Environmental Asset Conservation:** What should the City of Eau Claire do to encourage cooperation among metropolitan area jurisdictions to protect key environmental assets, such as rivers and wetlands, woods, scenic areas, and prime farmland?
10. **Intergovernmental Transformation:** What should the City of Eau Claire do to help transform intergovernmental relationships in the metropolitan area so as to provide a long-term balance among the services citizens should expect, the services governments can provide, and the services communities are willing to fund?

## Goal and Objectives

**Goal:** Work jointly with other governments to achieve an orderly, compact, and cost-effective urban development pattern in the Eau Claire-Chippewa Falls metropolitan area.

**Objective 1 – Shared Communication:** Promote timely and effective communication among local government jurisdictions regarding planning and development in the metropolitan area.

**Objective 2 – Smart Growth Cooperation:** Encourage government jurisdictions in the metropolitan area to work together in implementing policies consistent with the *Comprehensive Plan* recommendations for the Urban Sewer Service Area and the principles of Smart Growth.

**Objective 3 – Shared Services:** Pursue expanded collaboration among government jurisdictions and agencies to share services and facilities more cost effectively when providing public services in the metropolitan area.

**Objective 4 – Consistent Development Standards:** Encourage government agencies in the metropolitan area to adopt and implement consistent land development policies, standards, and review procedures.

**Objective 5 – Boundary Change:** Encourage an orderly boundary change process consistent with the *Comprehensive Plan* recommendations for the Urban Sewer Service Area.

## Intergovernmental Cooperation Policies

### Objective 1 – Shared Communication

**Promote timely and effective communication among local government jurisdictions regarding planning and development in the metropolitan area.**

#### Policies:

1. **Annual Cooperation Update:** Prepare an annual update and report to the Plan Commission and City Council regarding efforts to work together with other local jurisdictions. Copies of the report should be posted on the City web site or transmitted to other local governments.
2. **Continuing Community Dialogue:** Promote continuing education and ongoing community dialogue regarding growth issues in the metropolitan area.
3. **Annual Plan Progress Report:** Transmit to neighboring jurisdictions an annual progress report summarizing *Comprehensive Plan* amendments considered during the year, an outline of upcoming projects and public improvements affecting the

*Comprehensive Plan*, and an overview of potential comprehensive planning issues to be considered in the upcoming year.

4. **Adjacent Jurisdiction Notifications:** Provide timely notifications regarding proposed rezonings or conditional use permits in the City of Eau Claire within 175 feet of an adjoining jurisdiction to the clerk and chief-elected official of that jurisdiction. In addition, the City should also provide regular electronic communications regarding meeting agendas, development trends, and ongoing metropolitan planning issues.
5. **Extraterritorial Area Notifications:** Encourage local government agencies to provide timely notifications to the Eau Claire City Clerk about proposed developments, land subdivisions, rezonings, and public improvements in the City's Extraterritorial Review Area.
6. **Web Site:** Maintain a City web site providing current information about the City's *Comprehensive Plan*.
7. **Area-wide Planning Meetings:** Initiate regular meetings of planning leaders and officials to discuss metropolitan planning and growth. Such meetings could include an annual all-day meeting of public and private sector leaders from the Eau Claire-Chippewa Falls metropolitan area to discuss planning, service delivery, economic development, and quality of life issues.
8. **Comprehensive Plan Information:** Continue to provide information about the City *Comprehensive Plan* to community organizations and other government jurisdictions through presentations, displays, and periodic communications.
9. **Plan Commission Workshops:** Sponsor joint training workshops for members of local plan commissions and advisory committees regarding plan commission procedures, model ordinances and best practices, and contemporary planning issues.

## Objective 2 – Smart Growth Cooperation

**Encourage government jurisdictions in the metropolitan area to work together in implementing policies consistent with the *Comprehensive Plan* recommendations for the Urban Sewer Service Area and the principles of Smart Growth.**

### Policies:

1. **Metropolitan Alliances:** Encourage multi-jurisdictional alliances among local communities to promote the compatibility of federal and state highway projects with Smart Growth principles.
2. **Smart Growth Zoning Ordinance:** Update the City's Zoning Ordinance and related development regulations to incorporate Smart Growth principles and criteria.

3. **Shared Metropolitan Vision:** Encourage local jurisdictions in the metropolitan area to develop a consistent regional perspective on future growth consistent with the principles of Smart Growth. The City should convene initial meetings of local officials from area jurisdictions, as well as a broad range of stakeholders in the metropolitan area, to discuss Smart Growth issues and to begin to develop a statement of Smart Growth principles to guide future growth in the Eau Claire-Chippewa Falls metropolitan area.
4. **Extraterritorial Area Mapping:** Provide leadership in coordinating efforts by local jurisdictions to complete official mapping of streets and public pathways in the City's three-mile Extraterritorial Review Area.
5. **Sustainable Development:** Encourage growth in the City of Eau Claire and the broader metropolitan area consistent with the concept of sustainable development that emphasizes the interdependent relationship between economic vitality and environmental quality. The City should provide leadership in promoting the concept of a sustainable metropolitan region that could support a diverse and vibrant economy, while still protecting the integrity of the natural air, water, and land systems that support life.
6. **Protection of Rural Lands:** Encourage coordination among local jurisdictions and state and federal agencies to protect known environmentally sensitive areas, prime agricultural lands, and significant rural conservation or natural resource areas from premature development. The City should take the lead in promoting effective environmental stewardship of the metropolitan area's significant and unique natural resource assets.
7. **Regional Transit:** Monitor development patterns in adjacent communities and assess potential for expansion of the existing transit system. Previously, Chippewa Falls and the Town of Hallie contracted for Eau Claire Transit service through the early 1980s. Future growth in the metropolitan area may sufficiently increase potential rider demand to justify expansion of the existing transit service area through a contractual arrangement similar to the one between Eau Claire Transit and the City of Altoona. Under this agreement, Eau Claire Transit bills Altoona on a quarterly basis for the total number of service miles provided during that period.
8. **Premature Development:** Work actively for the prevention of premature development and the preservation of the most productive farmland in designated agricultural areas in the City's Extraterritorial Review Area. Development in the City's Extraterritorial Review Area should be consistent with the staging plan for the extension of City sewer and water.
9. **Interim Development:** Encourage the design and location of interim development in the City's Extraterritorial Review Area to occur in a manner that will support the eventual compact and cost-effective development of the City's Urban Sewer Service Area.
10. **County Comprehensive Plans:** Support the efforts of Eau Claire County and Chippewa County to adopt and implement county comprehensive plans encompassing the principles of Smart Growth and consistent with the

*Comprehensive Plan.* The City will seek the support of Eau Claire and Chippewa Counties in discouraging development without full urban services in the City's peripheral area, unless the development is consistent with a plan that is acceptable to all the jurisdictions affected by the development.

11. **Area-wide Planning:** Support and participate in area-wide or regional planning efforts related to the goals and objectives of the *Comprehensive Plan*. The City will encourage area jurisdictions to participate in ongoing efforts to address transportation system and surface water management issues. The City will also work with adjoining units of government to plan and implement a metropolitan system of environmental corridors to connect major parklands and open space area, convey storm water, provide interconnected wildlife habitat corridors, and provide opportunities for interconnected recreational trails.

The City will continue to participate as a member of the Metropolitan Planning Organization and work with the West Central Wisconsin Regional Planning Commission in addressing issues of a broader regional impact in western Wisconsin. The City will also continue to coordinate with the Department of Natural Resources, Department of Transportation, Governor's office, and other state agencies regarding local planning issues. The City will continue to meet with other government jurisdictions to resolve possible inconsistencies between their plans and policies and the *Comprehensive Plan*.

The City will initiate or actively support joint planning collaborations with the appropriate county agency and other local jurisdictions as may be appropriate to prepare detailed sub-area land use plans for major interchanges, highway corridors, or other future growth areas in the City's extraterritorial area. Such sub-area plans should include future land use recommendations, proposed utility extensions, street networks and significant public facilities.

12. **Intergovernmental Memorandum of Understanding:** Execute intergovernmental cooperation memorandums of understanding with other government jurisdictions in the metropolitan area. A Memorandum of Understanding (MOU) is a written document that could be used to define the expectations, responsibilities, terms, and conditions of a proposed working relationship between the City of Eau Claire and another government or public sector organization. A MOU would be an important first step in achieving a more formal and detailed intergovernmental agreement by establishing mutually acceptable policies and procedures about how the subsequent agreement will be crafted and negotiated. A MOU would facilitate the efforts of the City and other jurisdictions to build trust and work towards a more productive relationship by describing an explicit framework for dialogue and collaborate work.

Possible MOU applications include establishing metropolitan efforts to encourage Smart Growth, implementing or expanding intergovernmental shared services, and negotiating intergovernmental agreements regarding development in the City's Urban Sewer Service Area and Extraterritorial Review Area.



### Objective 3 – Shared Services

**Pursue expanded collaboration among government jurisdictions and agencies to share services and facilities more cost-effectively when providing public services in the metropolitan area.**

**Policies:**

1. **Metropolitan Advisory Commission:** Support the creation of a Metropolitan Advisory Commission on Intergovernmental Cooperation or comparable organization to foster more effective intergovernmental cooperation among local, state, and federal agencies in the metropolitan area. The purpose of the advisory commission would be to foster a closer partnership among local governments and the local representatives of key federal and state agencies, and to serve as a vehicle of communications through which government agencies in the metropolitan area can meet to discuss and resolve shared problems.
2. **Public Building Collaboration:** Encourage intergovernmental collaboration in the siting, design, and use of public buildings and facilities in Eau Claire and the broader metropolitan area. The City should promote the concept that public buildings should make provision for community meeting spaces and potential shared use by other community organizations. The City will continue to work with the Eau Claire Area School District to share the use of buildings and sites where possible.
3. **Cooperation with School District:** Continue to work cooperatively with the Eau Claire Area School District to promote shared use of facilities and to plan for new school sites within the City's Urban Sewer Service Area. The City will continue to meet periodically with representatives of the School District to share information about facilities needs and community growth patterns and projections. The City will seek to work cooperatively with the School District in identifying potential sites for new schools and, to the extent possible, seek to provide for the location of new school sites adjacent to existing or proposed public parks.
4. **Shared Services:** Maintain existing shared service agreements with neighboring communities and explore opportunities for additional joint efforts to provide public services. Where possible and appropriate, the City will seek to enter into written agreements with other jurisdictions or agencies to formalize existing informal arrangements to share services and facilities. A key focus of the City's efforts to share services will be to maintain or improve the existing level of services.
5. **Facility Development for Schools:** Encourage the Eau Claire Area School District, Chippewa Valley Technical College, and University of Wisconsin-Eau Claire to pursue future acquisition and facility developments that are consistent with the City's *Comprehensive Plan*.
6. **Joint Meetings:** Sponsor joint meetings of plan commissions and committees of local jurisdictions to discuss metropolitan growth issues. The City should also sponsor regular meetings of area planning and zoning administrators and officials to discuss issues of common concern.

7. **Coordinated Review Process:** Initiate efforts to develop a coordinated and streamlined review process for subdivisions, plats, certified survey maps and rezoning amendments in the City's Extraterritorial Review Area. The City should encourage joint review of land development proposals in the Extraterritorial Review Area. The City should initiate a collaborative effort with Eau Claire County and town jurisdictions to assess the potential for a joint city-county plan commission.
8. **City-county Planning Coordination:** Promote the consideration of expanded working partnerships between City and County planning agencies for performing professional planning functions and providing information and recommendations to city and county-elected and appointed bodies regarding development and public improvements within the Urban Sewer Service Area of the City of Eau Claire.

#### **Objective 4 – Consistent Development Standards**

**Encourage government agencies in the metropolitan area to adopt and implement consistent land development policies, standards, and review procedures.**

##### **Policies:**

1. **Consistent Development Standards:** Initiate efforts with local jurisdictions to update zoning ordinances, subdivision codes, and related development regulations to provide consistent standards and requirements among jurisdictions regarding development in the Extraterritorial Review Area. The City should provide leadership in convening initial discussions among officials responsible for planning zoning to identify opportunities for establishing compatible standards in the Extraterritorial Review Area. The City will encourage other jurisdictions to work to apply consistent Smart Growth standards of housing density to reduce urban sprawl.
2. **Extraterritorial Zoning:** Seek to establish extraterritorial zoning in cooperation with adjacent towns for perimeter areas in the City's Extraterritorial Review Area. The procedures for establishing extraterritorial zoning are provided in the Wisconsin Statutes 62.23 (7a) and would assist the City and towns in implementing more consistent development standards for transition areas anticipated to experience development pressures over the next 10 to 20 years.
3. **Coordinated Official Mapping:** Encourage consistency in the official mapping efforts of the County, City and adjacent jurisdictions to ensure effective coordination for future streets, highways, parks, and other infrastructure in the metropolitan area.
4. **Consistent Land Division Ordinances:** Encourage adoption of consistent land division ordinances among local jurisdictions.

5. **Consistent Building and Development Requirements:** Promote coordinated enforcement and implementation of consistent building inspection and development codes in the City's Extraterritorial Review Area.

## **Objective 5 – Boundary Change**

### **Encourage an orderly boundary change process consistent with the *Comprehensive Plan* recommendations for the Urban Sewer Service Area.**

#### **Policies:**

1. **Extraterritorial Review:** Review all proposed plats and certified survey land divisions in the City's Extraterritorial Review Area to ensure compatibility with the City Subdivision Ordinance and *Comprehensive Plan*.
2. **Boundary and Related Intergovernmental Agreements:** Seek to enter into cooperative boundary plans and related intergovernmental agreements consistent with the *Comprehensive Plan* to provide for compact land use development and to ensure the orderly transition of jurisdictional boundaries in the Urban Sewer Service Area and the Extraterritorial Review Area. The City will seek to engage in cooperative actions with other municipalities primarily under the provisions of Wisconsin Statutes Sec. 66.0301 for general intergovernmental agreements or Sec. 66.0307 for cooperative boundary plan agreements, as may be most appropriate.

Sec. 66.0301 grants local units of government the general authority to enter into agreements for the cooperative exercise of any power or duty required or authorized by law. Generally, the City will seek to use this statutory provision for establishing intergovernmental agreements regarding the joint exercise of powers or the sharing of public services. For example, the City may seek to establish joint planning or joint development review for identified lands within the Extraterritorial Review Area. The City may also use Sec. 66.0301 to establish intergovernmental agreements to provide for infrastructure investments as identified in Policy 14 on Page 2-20. In addition, the City may seek to use Sec. 66.0301 to establish intergovernmental agreements providing for the shared delivery of public services for streets, parks, public safety, or building inspections. The City shall use this section when seeking to formalize existing informal arrangements among local governments regarding the delivery of services.

The City will generally use Sec. 66.0307 when seeking to establish a cooperative boundary plan agreement with adjoining jurisdictions. Boundary plans approved in accordance with Sec. 66.0307 provide the City and adjoining jurisdictions with a structure to govern the coordinated development of urban growth in the City's peripheral areas. Cooperative boundary plans allow the City and an adjoining town to determine when corporate boundaries will change, and to implement a coordinated plan for the timely extension of public utilities necessary to ensure compact urban development and the eventual annexation into the City. Through a cooperative boundary plan, the City and a town may agree to the extension of City utilities and the service connections of properties outside of the City corporate boundaries prior to annexation, subject to annexation eventually taking place. A

boundary plan will also allow the City and adjoining town to agree to interim development concepts, including clustered smaller lot subdivisions or common septic system developments for lots subdivided for urban densities (for example, densities of 2.5 single family homes or higher per gross acre of development), provided the design of such subdivisions provided for the subsequent extension of City utilities following the eventual annexation and incorporation of the area into the City. Approved boundary plans include binding elements with the effect of a contract for the scope and fixed schedule of boundary changes and the delivery of public services, including the delivery of sanitary sewer services. Boundary plans are prepared jointly by the municipalities setting the boundaries, approved by the Wisconsin Department of Administration, and will include the following elements for the area identified in the boundary agreement:

- A land use plan for the physical development of the territory, which is consistent with the adopted comprehensive plans of the participating jurisdictions, unless modified by the terms of the boundary agreement;
- Proposed boundary changes, conditions which trigger a boundary change, and the timing of those changes;
- Public services to be provided to the area covered by the plan, including the extension of municipal sanitary sewer and water utilities and the projected timetable for such extensions;
- Environmental consequences, including the description of how compliance with federal or state environmental laws affecting the area will be achieved;
- How farmland preservation areas and sensitive environmental areas will be protected or potential development impacts mitigated.
- How any public services now provided by the City will be extended to territory covered in the cooperative plan;
- Plans for safe and affordable housing;
- Description of how the plan is consistent with existing laws;
- The length of the planning period, which must be at least 10 years; and
- An agreement regarding zoning in the territory.

In preparing a cooperative boundary plan, the City will work with the participating town to ensure that the plan will be reasonably compatible with the characteristics of the surrounding community within 5 miles of the boundaries of the territory identified in the agreement. The City will also work with the town to see that the plan takes into consideration the present and potential transportation, sewer, water, and storm drainage facilities and other infrastructure, fiscal capacity, previous political boundaries, boundaries of school districts, and the retail, recreation, and social needs and customs of residents inside of and adjacent to the area covered by the cooperative plan.

The City will also work with the town to ensure that the shape of the boundary identified in the cooperative plan will reflect due consideration for the compactness of the area. The cooperative boundary plan will identify the quantity of land affected by the boundary change and the compatibility of the proposed boundary maintenance/change with the natural terrain, including general topography, watersheds, soil conditions, and such features as rivers, lakes, and major bluffs. The plan will provide that the amount of land to be ultimately transferred to the City will not be in excess of what reasonably can be expected to develop to urban

uses within the time period established by the cooperative plan, exclusive of natural areas, such as wetlands or environmental corridors.

3. **Transition Area Joint Planning:** Initiate preparation of detailed sub-area plans for specific growth locations in the City's Urban Sewer Service Area consistent with the *Comprehensive Plan* through a joint effort of the City of Eau Claire, one or more towns, and the appropriate county agency. One approach would be for the City of Eau Claire to coordinate the preparation of plans through approval of a general cooperative agreement under Wisconsin Statutes Sec. 66.30 to provide for joint planning regarding future land use, public services, and jurisdictional boundaries for portions of the Extraterritorial Review Area.
4. **Services for Annexations:** Ensure that annexation of land into the City is coordinated with the timely and efficient provision of adequate public facilities and services and that City sewer and water services are extended consistent with the City's *Comprehensive Plan* and the City's policies on annexation. The City shall manage its growth to be compact and contiguous, and not contributing to leapfrog or sprawl development patterns. The City will look favorably on annexation petitions that are fiscally sound, consistent with the *Comprehensive Plan*, and help the City manage growth wisely and efficiently.
5. **Boundary Change Notification:** Provide written notification of scheduled public meetings and hearings regarding proposed annexations to the Town Clerk for the property proposed for annexation. The City should also seek to provide to the extent possible timely electronic communications regarding proposed annexations to the chief-elected official or such other officials designated by the town.
6. **Alternative Resolution Strategies:** Encourage the consideration of alternative strategies and techniques to resolve intergovernmental disputes in a timely fashion consistent with the *Comprehensive Plan*. Prior to initiating legal action regarding intergovernmental conflicts, the City will assess the potential for using alternative methods, such as cooperative planning, informal negotiation, facilitated negotiation, conflict resolution mediation, and binding arbitration. Mediators used by the City should agree to comply with the Ethical Standards of Professional Responsibility of the Association for Conflict Resolution.

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<sup>1</sup>Jered B. Carr, "Perspectives on City-County Consolidation and Its Alternatives", pp.3-25, in **City-County Consolidation and Its Alternatives: Reshaping the Local Government Landscape**, Jered B. Carr and Richard C. Feiock, eds. 2004. Donald F. Kettl, **The Transformation of Governance: Public Administration for Twenty-First Century America**, 2002. pp. 21-25. Michael McGuire, "Relating to Other Organizations," pp. 182-184 in **The Effective Local Government Manager**, Charldean Newell, ed., 2004.

<sup>2</sup>David Osborne and Peter Hutchinson. **The Price of Government**. 2004. pp. 2-6.

<sup>3</sup>Mike Huggins, "Restructuring Local Government: The Transition to Shared Local Services and Consolidated Organizations," paper presented at 15<sup>th</sup> conference on the Small City and Regional Community, University of Wisconsin-Stevens Point, October 1, 2004.

<sup>4</sup>Dale J Knapp and Todd A. Berry, “Wisconsin’s Future: Year 2015 and Beyond,” **Wisconsin Taxpayer**, June 2004, p. 5.

<sup>5</sup>Although sometimes used interchangeably, the terms *intergovernmental cooperation*, *coordination*, and *collaboration* denote different degrees of shared activity. **Cooperation** involves shorter-term informal relations that exist without any clearly defined mission, structure, or planning effort. Cooperative partners share information only about the subject at hand. **Coordination** is distinguished by more formal relationships and understanding of missions, focuses on longer-term interaction around a specific effort or program, and requires planning for some formal division of roles. **Collaboration** is a mutually beneficial, well-defined relationship among organizations to achieve results that cannot be achieved alone. Collaboration is marked by a more durable and pervasive relationship in which participating organizations create a new structure and share a full commitment to a common mission. From Michael Winer and Karen Ray, **Collaboration Handbook**, 2003. p. 22.

<sup>6</sup>Final Report of **Wisconsin Blue-Ribbon Commission on State-Local Partnerships for the 21<sup>st</sup> Century**. January 2001. p. 101.